United Nations S/2012/511

Security Council

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Note verbale dated 2 July 2012 from the Permanent Mission of Colombia to the United Nations addressed to the Secretary-General

The Permanent Mission of Colombia to the United Nations presents its compliments to the Secretary-General of the United Nations and has the honour to forward the concept paper for the Security Council open debate on the theme "Post-conflict peacebuilding: report of the Peacebuilding Commission" to be held on 12 July 2012, on the occasion of the submission of the annual report of the Peacebuilding Commission on its fifth session (A/66/675-S/2012/70) (see annex). This debate will be chaired by the Minister for Foreign Affairs of Colombia, Her Excellency María Angela Holguín.

Since its creation, as a mechanism to address the special needs of countries emerging from conflict, the Peacebuilding Commission has been committed to the achievement of durable peace and development. Based on the principle of national ownership, the Commission promises to be an important player in the integration of peacebuilding, development and reconstruction strategies to reduce the risk of a relapse into conflict.

The event will offer an opportunity to assess progress and challenges and identify the potentials on undertaking the Commission's three core functions: political accompaniment, advocacy and support; resources mobilization and fostering coherence. The debate will also continue the ongoing dialogue on what needs to be done to strengthen effectiveness and impact in the field and to take full advantage of the role of the Peacebuilding Commission in achieving sustainable peace.

I would be grateful if the present letter and its annex could be circulated as a document of the Security Council.

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Annex to the note verbale dated 2 July 2012 from the Permanent Mission of Colombia to the United Nations addressed to the Secretary-General

Post-conflict peacebuilding: report of the Peacebuilding Commission

Concept paper

1. On 12 July 2012 Colombia proposes to convene an open debate of the Security Council to consider the annual report of the Peacebuilding Commission on its fifth session.[1] The debate is convened pursuant to Security Council resolutions 1645 (2005) and 1646 (2005).

2. The report of the Peacebuilding Commission contains a detailed account of the activities undertaken by the Commission over the course of its fifth session. These activities can be described as a combination of policy and thematic discussions on peacebuilding-related issues and Commission mandates, as well as activities related to country-specific engagement in the six countries that are on the Commission's agenda. The report also contains a section pursuant to Council resolution 1947 (2010) related to the implementation of relevant recommendations of the report of the Co-Facilitators on the Review of the United Nations Peacebuilding Architecture[2] (2010 Review).

Context

3. Established as an intergovernmental advisory body based at United Nations Headquarters, the Peacebuilding Commission was originally mandated[3] to: (a) bring together all relevant actors to marshal resources; (b) advise on and propose integrated strategies for post-conflict peacebuilding and recovery; (c) focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict; (d) support the development of integrated strategies in order to lay the foundation for sustainable development; (e) provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations; (f) develop best practices; (g) help ensure predictable financing; and (h) extend the period of attention given by the international community to post-conflict recovery.

4. Over the past six years since its inception, the Peacebuilding Commission has gained experience from engaging countries on its agenda that are at different stages of their peacebuilding process, facing different challenges and emphasizing different priorities. That experience has further focused the Commission's activities around three main functions, namely: (a) political accompaniment, advocacy and support; (b) resource mobilization; and (c) fostering coherence.

5. The need to organize the work of the Peacebuilding Commission in the countries on its agenda around these three functions was reinforced by the outcome of the 2010 Review. The Review further recommended that, in undertaking those functions, the Commission should demonstrate progress in three main areas, namely: (a) its impact in the field; (b) its performance at Headquarters; and (c) its

[1] A/66/675-S/2012/70.

[2] A/64/868-S/2010/393.

[3] Paragraph 2 of General Assembly resolution 60/180, and of Security Council resolution 1645 (2005).

relations with key actors, including principal organs, United Nations operational entities and international financial institutions.

Value added and limitations of the Peacebuilding Commission

6. Drawing upon the practical experience of the Peacebuilding Commission's country-specific work and the analysis presented in the 2010 Review, there is need for a better understanding of the nature and scope of the Commission's role. Fulfilling such a role involves appreciation of its potential added value, as well as acknowledgement of its limitations.

7. With respect to the value added, there is increasing recognition that the Peacebuilding Commission represents a potentially viable political platform for: (a) inclusive and nationally owned prioritization; (b) alignment of operational actors in support of identified national peacebuilding priorities; (c) advocacy for and mobilization of international support (financial, technical and political) for peacebuilding priorities; and (d) sustained and focused attention on peacebuilding priorities to mitigate risk factors.

8. It is also clear by now that the limitations of the Peacebuilding Commission stem from its very nature as a non-operational and advisory body based in New York, which include: (a) working through operational actors in the field who are deriving their respective mandates from different legislative sources; (b) non-existence of quantifiable peacebuilding outcomes; and (c) difficulty to assess the credibility of peacebuilding processes within a limited time frame.

9. Therefore, the future success of the Peacebuilding Commission will critically depend on its ability to leverage the unique composition of its membership, offer an international political framework within which national actors could lead a peacebuilding process, bring coherence and elicit sustained support from operational actors and partners. To this end, the Commission needs to continue to develop its substantive focus, instruments and organizational structures in order to bridge the divide between its potential valued added, on one hand, and its limitations, on the other hand.

Purpose of the Security Council debate

10. To date and pursuant to paragraph 12 of the Peacebuilding Commission's founding resolutions,[4] the Council referred to the Commission five of the six countries that are currently on its agenda, namely, Burundi, Central African Republic, Guinea-Bissau, Liberia and Sierra Leone. These countries are at various stages of their peacebuilding processes and the Council is invested in ensuring that the Commission's engagement in them yield tangible benefit for its populations. Therefore, this debate offers an opportunity for the Council to:

- Take stock of progress made by and challenges facing the Peacebuilding Commission in undertaking its three main functions (political accompaniment, advocacy and support; resource mobilization; and fostering coherence) drawing on country experiences.
- Draw on the views of key non-United Nations peacebuilding operational agencies (World Bank, African Development Bank) on the specific areas

[4] General Assembly resolution 60/180 and Security Council resolution 1645 (2005).

requiring a strong partnership with the Peacebuilding Commission in the countries on its agenda.

- Share concrete proposals aimed at helping the ongoing efforts of the Peacebuilding Commission to enhance its impact in the field; strengthen its performance at Headquarters; and improve its relations with key actors including principal organs, United Nations operational entities and international financial institutions.

11. In this regard, Member States and invited participants are invited to structure their remarks with a view to responding to the following questions:

- How can the Peacebuilding Commission realize its potential added value in a crowded and somewhat fragmented field of operational actors in the countries on its agenda?
- Which political and structural tools should the Commission possess in order to undertake its three main functions in a way which would make tangible impact in the field?
- What can Member States specifically and collectively offer to empower the Commission to emerge as a viable instrument for a more coherent and effective United Nations peacebuilding agenda?

12. There is no outcome expected at the end of the debate. However, the joint membership of the Council and the Peacebuilding Commission is invited to take forward the discussion drawing on specific ideas and proposals made during the debate.

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Security Council

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5 July 2012

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France, Germany, Morocco, South Africa, Togo, United Kingdom of Great Britain and Northern Ireland and United States of America: draft resolution

The Security Council,

Recalling its Presidential Statements of 26 March 2012 (S/PRST/2012/7) and of 4 April 2012 (S/PRST/2012/9) as well as its Press Statements on Mali of 22 March 2012, 9 April 2012 and of 18 June 2012,

Reaffirming its strong commitment to the sovereignty, unity and territorial integrity of Mali,

Condemning the forcible seizure of power from the democratically elected Government of Mali by some members of the Armed Forces of Mali on 22 March 2012 and *commending* the efforts of the Economic Community of West African States (ECOWAS) and of the African Union (AU), and the cooperation of neighbouring countries and other countries in the region, in assisting with the restoration of the constitutional order in Mali,

Acknowledging the positive steps taken by Mali towards the restoration of constitutional rule, including by the signing on 6 April 2012 of a Framework Agreement for the restoration of constitutional order under the auspices of the ECOWAS mediator, President Blaise Compaoré of Burkina Faso,

Reiterating its full support to the mediation efforts of ECOWAS and the AU and *welcoming* the continued good offices of the Secretary-General including through his Special Representative for West Africa,

Stressing the need for close and continued dialogue between the Transitional authorities and the different political actors and civil society in Mali on the various challenges faced by the country,

Underscoring the need to reinforce civilian control of the Malian armed forces,

Reiterating its strong condemnation of the attacks initiated and carried out by rebel groups against Malian armed forces and civilians,

Reiterating its categorical rejection of statements made by the National Movement for the Liberation of Azawad (MNLA) regarding the so-called "independence" of Northern Mali, and *further reiterating* that it considers such announcements as null and void,

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Expressing serious concern about the insecurity and rapidly deteriorating humanitarian situation in the Sahel region, which is further complicated by the presence of armed groups and terrorist groups and their activities, as well as by the proliferation of weapons, from within and outside the region, that threaten the peace, security and stability of regional States,

Expressing deep concern at the increased terrorist threat in the North of Mali and the region due to the presence of members of Al-Qaida in the Islamic Maghreb (AQIM), *reaffirming* that terrorism in all its forms and manifestations constitutes one of the most serious threats to peace and security and that any acts of terrorism are criminal and unjustifiable regardless of their motivations, whenever and by whomsoever committed,

Expressing concern at the increase in incidents of kidnapping and hostage-taking by terrorist groups with the aim of raising funds, or gaining political concessions, and expressing the need for this issue to be addressed,

Expressing grave concern at the worsening of the humanitarian situation in Mali and at the increasing number of displaced persons and refugees, *acknowledging* the humanitarian support provided by countries in the region and international partners to Mali and its neighbouring countries and *renewing* its call for increased mobilization of the international community to support humanitarian efforts, and for all parties in Mali to allow for impartial, neutral, full and unimpeded access for humanitarian aid,

Condemning strongly the desecration, damage and destruction of sites of holy, historic and cultural significance, especially but not exclusively those designated UNESCO World Heritage sites, including in the city of Timbuktu,

Taking note of the Conclusions of the meeting of the Support and Follow up Group on the Situation in Mali held on 7 June 2012 in Abidjan, of the Communiqué of the Peace and Security Council of the AU of 12 June 2012 and of the Communiqués of ECOWAS of 3 May 2012 and 29 June 2012

Determining that the situation in Mali constitutes a threat to international peace and security in the region,

Acting under Chapter VII of the Charter of the United Nations,

Restoration of the constitutional order

1. *Expresses* its full support to the efforts of ECOWAS and the AU in Mali, with the support of the United Nations, and encourages them to continue to coordinate closely with the Transitional authorities of Mali for the restoration of constitutional order;

2. *Calls upon* all national stakeholders in Mali to create the necessary conditions for enabling the Transitional authorities to fully exercise their primary responsibilities and to ensure the full restoration and preservation of constitutional order;

3. *Takes note* of the ECOWAS non-recognition of the National Council for the Recovery of Democracy and the Restoration of the State (CNRDRE) as a legal entity in the transition, *decides* that the said CNRDRE shall be dissolved and *further*

demands that its members refrain from any interference in political matters and in the work of the Transitional authorities;

4. *Urges* all members of the Malian armed forces to respect constitutional order, civilian rule and human rights;

5. *Condemns* in the strongest terms the physical assault against the Interim President of Mali, Mr. Dioncounda Traoré, on 21 May 2012, *calls for* the perpetrators to be brought to justice and supports in this regard the announced establishment of a Malian investigation commission, and *calls upon* all Malian stakeholders to desist from unlawful conduct, harassments and acts of violence and to support the work of the Transitional authorities;

6. *Takes note* of the decisions of ECOWAS and AU to adopt targeted sanctions in Mali and reserves the right to consider appropriate measures as necessary;

7. *Calls* for the safe return to Bamako as soon as possible of Interim President Dioncounda Traoré and for his security to be assured;

8. *Expresses its support* to the Transitional authorities in Mali led by the Interim President and the Prime Minister of the Transition, and *decides* that the Transitional authorities shall develop, within the framework of an inclusive national dialogue with the political forces and civil society including legitimate representatives of the northern regions and with the support of ECOWAS and other international partners, a road map setting out the tasks to be carried out peacefully during the Transition so as to ensure the consolidation of the institutions of the Republic of Mali, especially the reorganization and restructuring of the Malian defence and security forces, the restoration of State authority throughout the territory of Mali, and the organization of free, transparent and fair presidential elections within 12 months of the signing of the Framework Agreement for the restoration of constitutional order;

Territorial integrity of Mali

9. *Demands* the full, immediate and unconditional cessation of hostilities by rebel groups in the North of Mali;

10. *Calls upon* all groups in northern Mali, including the MNLA, Ansar Dine and foreign combatants on Malian soil, to renounce all affiliations incompatible with peace, security, the rule of law and the territorial integrity of Mali;

11. *Expresses* its support to all efforts made by the Transitional authorities of Mali, with the support of ECOWAS, the AU, neighbouring and other countries in the region, and the United Nations, aimed at seeking a peaceful solution to the situation in the North of Mali mindful of the sovereignty, unity and territorial integrity of Mali, and *calls upon* Malian rebel groups to enter into an appropriate political dialogue with the Transitional authorities of Mali to this end;

12. *Requests* the Secretary-General to provide support to ongoing mediation efforts, including through the good offices of his Special Representative for West Africa;

13. *Calls upon* all parties in the North of Mali to cease all abuses of human rights and violations of international humanitarian law, *condemns* in particular the

targeted attacks against the civilian population, sexual violence, recruitment and use of child soldiers and forced displacement, *recalls* in this regard all its relevant resolutions on women and peace and security, on children and armed conflict, and on the protection of civilians in armed conflicts, and *stresses* that the perpetrators shall be brought to justice;

14. *Demands* that all parties in Mali ensure full, safe and unhindered access for the timely delivery of humanitarian aid to persons in need of assistance and *further demands* that all parties and armed groups take appropriate steps to ensure the safety and security of humanitarian personnel, equipment and supplies, in accordance with international law, including applicable international humanitarian, human rights and refugee law;

15. *Acknowledges* the cooperative policy of neighbouring States, including Algeria, Burkina Faso, Mauritania and Niger in keeping their borders open for refugees and in facilitating the passage of humanitarian personnel, equipment and supplies, and *encourages* these States to continue this policy and contribute to a stabilization of the situation wherever possible;

16. *Stresses* that attacks against buildings dedicated to religion or historic monuments can constitute violations of international law which may fall under Additional Protocol II to the 1949 Geneva Conventions and the Rome Statute of the International Criminal Court, to which Mali is a State Party, and further *urges* all parties in Mali to immediately take appropriate steps to ensure the protection of Mali's World Heritage sites;

ECOWAS security support

17. *Takes note* of the request of ECOWAS and the African Union for a United Nations Security Council mandate authorizing the deployment of an ECOWAS stabilization force in order to support the political process in Mali and assist in upholding the territorial integrity of Mali and in combating terrorism;

18. *Expresses its readiness* to further examine the request of ECOWAS once additional information has been provided regarding the objectives, means and modalities of the envisaged deployment and other possible measures, *encourages* in this regard a close cooperation between Malian Transitional authorities, the Commission of ECOWAS, the Commission of the African Union, and countries in the region in order to prepare detailed options and *further requests* the Secretary-General to support the Commission of ECOWAS and the Commission of the African Union in preparing such detailed options;

Fight against terrorism

19. *Reiterates* its unequivocal condemnation of Al-Qaida and other individuals, groups, undertakings and entities associated with it, for criminal acts of kidnapping, ongoing and multiple criminal terrorist acts aimed at causing the deaths of innocent civilians and other victims, destruction of property and greatly undermining stability, including in the North of Mali and the Sahel region;

20. *Urges* all rebel groups in Mali to refrain from any form of association with AQIM and to combat the threat posed by terrorist groups in Mali, and *recalls* in this regard that acts or activities indicating that an individual, group, undertaking or entity is associated with Al-Qaida include: participating in the financing, planning,

facilitating, preparing, or perpetrating of acts or activities by, in conjunction with, under the name of, on behalf of, or in support of; supplying, selling or transferring arms and related materiel to; recruiting for or otherwise supporting acts or activities of Al-Qaida or any cell, affiliate, splinter group or derivative thereof and *further calls upon* all Member States to implement robustly their obligations pursuant to resolution 1989 (2011);

21. *Calls upon* Member States to consider and undertake measures to prevent the proliferation of all arms and related material of all types in the Sahel region, in particular man-portable surface-to-air missiles, consistent with resolution 2017 (2011);

22. *Urges* Member States to assist efforts to undertake reform and capacity-building of the Malian security forces in order to reinforce democratic control of the armed forces, restore the authority of the State of Mali over its entire national territory, to uphold the unity and territorial integrity of Mali and to reduce the threat posed by AQIM and affiliated groups;

23. *Urges* Sahel and Maghreb States to enhance interregional cooperation and coordination in order to take all necessary measures to develop strategies to combat AQIM activities and to contain further progress of AQIM elements and affiliated groups in the Sahel and Maghreb regions, including the interdiction of smuggling of arms, vehicle, fuel and other commodities that support AQIM and affiliated groups;

24. *Emphasizes* that sanctions are an important tool under the Charter of the United Nations in the maintenance and restoration of international peace and security, *stresses* in this regard the need for robust implementation of the measures in paragraph 1 of resolution 1989 (2011) as a significant tool in combating terrorist activity and *calls on* all Member States to submit to the Committee pursuant to resolutions 1267 (1999) and 1989 (2011) names of individuals, groups, undertakings and entities that are associated with Al-Qaida, including in the Sahel region and notably in the North of Mali;

United Nations support to efforts of mediation

25. *Requests* the Secretary-General to contribute to efforts of regional and international actors on Mali, including through the good offices of his Special Representative for West Africa, especially by supporting the work of the Support and Follow up Group on the Situation in Mali;

26. *Acknowledges* the significant contribution that women can have in conflict prevention, peacebuilding and mediation efforts, *calls upon* all actors in the crisis in Mali to take measures to increase the number of women involved in mediation efforts and *stresses* the importance of creating enabling conditions for women's participation and empowerment during all stages of the mediation process;

Reporting

27. *Requests* the Secretary-General to report, by 31 July 2012, on the situation in Mali and the implementation of this resolution, possible steps to ensure the effective full restoration of constitutional order and of the territorial integrity in Mali, including the detailed options referred to in paragraph 18 above and prepared through the cooperation between the Commission of ECOWAS, the Commission of

the AU, and countries in the region, with the support of the United Nations, and ways of improving international coordination;

Integrated United Nations strategy for Sahel

28. *Requests* the Secretary-General to develop and implement, in consultation with regional organizations, a United Nations integrated strategy for the Sahel region encompassing security, governance, development, human rights and humanitarian issues, including through the involvement of the United Nations Office for West Africa, and *requests* the Secretary-General to inform the Council on progress made by 15 September 2012;

29. *Decides* to remain actively seized of the matter.

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3 July 2012

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Letter dated 3 July 2012 from the Permanent Representative of the Sudan to the United Nations addressed to the President of the Security Council

Further to my previous correspondence dated 27 June 2012 on the Government of the Sudan's acceptance of the tripartite initiative of the African Union, the United Nations and the League of Arab States regarding the delivery of humanitarian assistance to the needy population in South Kordofan and Blue Nile States, I have the pleasure to transmit to you the press release issued by the African Union welcoming the acceptance by the Government of the Sudan of the tripartite initiative (see annex).

I would be grateful if the present letter and its annex were circulated as a document of the Security Council.

(*Signed*) Daffa-Alla Elhag Ali **Osman**
Permanent Representative

12-40472 (E) 090712

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Annex to the letter dated 3 July 2012 from the Permanent Representative of the Sudan to the United Nations addressed to the President of the Security Council

Press release

The African Union welcomes the Sudan Government acceptance of the African Union/United Nations/League of Arab States joint proposal on humanitarian assistance

Addis Ababa, 29 June 2012

The Chairperson of the Commission of the African Union, Jean Ping, welcomes the acceptance by the Government of the Sudan of the tripartite proposal of the African Union, the United Nations and the League of Arab States for access to provide and deliver humanitarian assistance to the war-affected civilians in Southern Kordofan and Blue Nile States. The Chairperson of the Commission wishes to underscore, as evidenced by the African Union road map of 24 April 2012, the Commission's unwavering support for the tripartite proposal since it is imperative that the affected population has access to humanitarian assistance, whi'e a lasting political solution is being sought.

In line with the tripartite proposal, the Chairperson of the Commission urges all those responsible to ensure that it is effectively and fully implemented without further delay, to facilitate the humanitarian operation in the two affected States. Furthermore, the Chairperson of the Commission would like to underline the readiness of the African Union to contribute personnel to the joint teams that would be responsible for undertaking a rapid humanitarian assessment mission in all affected areas. The Commission is also ready to contribute monitors. The teams and monitors will work very closely with the Sudanese parties to ensure neutrality, impartiality, accountability and transparency in the delivery of humanitarian assistance.

The Chairperson of the Commission acknowledges the fact that the Sudanese parties remain the primary guarantors of the safety and security of all humanitarian staff and observers deployed in these affected areas.

The Chairperson of the Commission reiterates the African Union's continued commitment to assisting the Sudanese parties, through the African Union High-level Implementation Panel on Sudan, in finding a lasting solution to their challenges. In this respect, and in line with the African Union road map, the Chairperson of the Commission reiterates the African Union's conviction that a political settlement is the only long-term solution to the crisis in the two States.